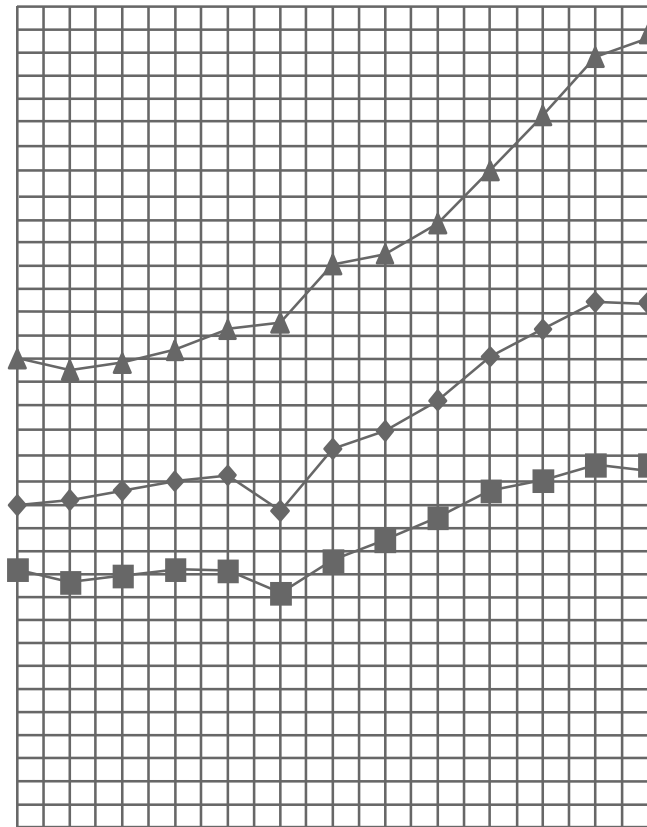


ACHIEVING SUCCESS FOR CHILDREN AND FAMILIES

TRENDS AND TARGETS, FY 1997-1998

VOLUME III



U.S. Department of Health and Human Services
Administration for Children and Families

A Message from the Assistant Secretary on Our Need to Focus on Priority Results

Today, the Administration for Children and Families has an unprecedented opportunity to make a difference in the lives of America's families and children, especially those in greatest need. In our sixty-six programs, we touch on many of the critical dimensions that can improve the quality and character of American life and assist in stabilizing and enriching America's neighborhoods and communities.

I have asked both ACF employees and our partners to focus on seven priority results that will have the greatest impact in the next several years. They are:

- Move families to work and self-sufficiency.
- Ensure financial and emotional support for children from both parents.
- Create access to affordable, quality child care for low-income working families.
- Reach children from ages 0-3 to promote full development, e.g., through Head Start, Early Head Start and Child Care.
- Enroll 1,000,000 children in quality Head Start by 2002 and prepare them to be ready to learn.
- Provide safety, permanency and well-being for at-risk children and double the number of adoptions from the public child welfare system by 2002.
- Build internal capacity to meet partners needs and ensure for ACF a place at the table in the 21st Century.

These priority results have national visibility and support -- two are Presidential initiatives and four are High Impact Agency Year 2000 Reinvention goals supported by the Vice President and the National Partnership for Reinventing Government. They represent our joint commitment to improve services and restore the public's trust in government.

This *new* edition of "Achieving Success" provides us with some interim benchmarks for accomplishing these priority results and provides the latest information on our success in achieving our targets. I want to take this opportunity to thank our many partners and constituent groups for their commitment to achieving these goals. None of this would be possible without them.

Olivia Golden
Assistant Secretary for Children and Families

PREFACE

America wants the best for its children and families. Today, their needs are more complex and urgent than ever before. Too many children live in poverty, or remain too long in the foster care system. Many children are not supported, emotionally or financially, by both their parents. Too many parents lack adequate skills and employment to support their families. Families with young children confront critical shortages of appropriate, safe and supportive services. Families with members with developmental and other disabilities often need ongoing services in order to participate meaningfully in their communities.

The Administration for Children and Families (ACF), within the U.S. Department of Health and Human Services, is responsible for Federal programs that address the needs of vulnerable children and families throughout our society, including Native Americans, individuals with developmental disabilities, refugees and legalized aliens. Through its Federal leadership, ACF promotes:

- Empowerment of families and individuals to increase their economic independence and productivity;
- Strong, healthy, supportive communities that have a positive impact on the quality of life and the development of children;
- Partnerships that transcend traditional agency boundaries in order to help solve problems and focus on results.

ACF supports public and private community-based programs, such as Head Start, and makes financial assistance and intervention programs available to States to promote and support well-being, safety and stability for children and families. Many States have launched innovative efforts and are working in partnership with ACF to benchmark, measure performance and track results. We hope that States and local communities will continue to join with us to develop mutually agreeable goals and measurable targets that help us work toward improving the economic and social well-being of children and families.

We are committed to measuring ACF's success in meeting its goals. How do our programs affect the lives of children and families? How are we making a difference? Senior managers throughout ACF have set preliminary targets in critical areas that will permit us to begin developing ways to measure program achievement. This report, first released in FY '96 and updated annually with the most recently available data, is part of our continuing commitment to share these efforts with our partners, stakeholders, customers and the general public. We have been discussing many of these preliminary targets with our partners and stakeholders so that we can reach agreement on realistic yet aspirational levels of achievement.

ACF is one of many Federal agencies committed to helping improve the lives of children and families. The challenges are great, but the risks of not achieving these goals are even greater. Strong, healthy, well-educated, self-sufficient families and children help improve the quality of life for us all. We will be updating "Achieving Success" annually with information that will reflect the progress we have been making with our partners in achieving results for the children and families we serve.

The set of social measures and national indicators that follow will continue to evolve as we have further consultations with our partners. They are representative of a larger group of measures and indicators which are included in the ACF Annual Performance Plan. Under each of the strategic goals are broad strategies (e.g., "Increase employment") and targets to gauge their achievement. (Numbers in brackets are targets for FY 1997 and 1998, or they may be estimates, if so indicated. Data are for fiscal years unless otherwise indicated.)

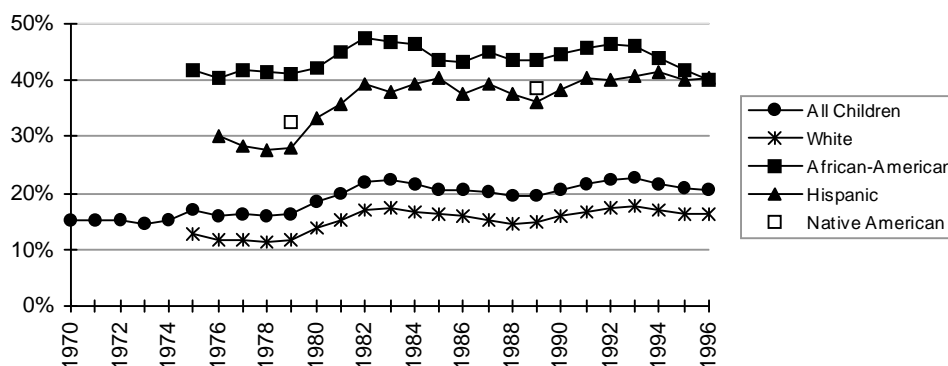
KEY SOCIAL MEASURES

"All States must focus on work, parental responsibility and reducing teen pregnancy. Children must be protected, wherever they live..."

-- Donna Shalala, Secretary, HHS

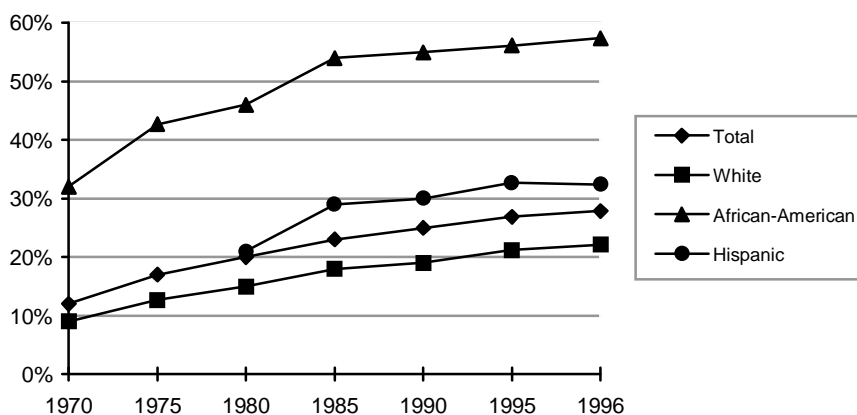
The following general social measures will be used to monitor overall progress and changes across the nation. While ACF programs can affect these indicators, many external factors influence them significantly. Nevertheless, only when these factors begin to improve can we and our partners truly claim success.

Percent of Children under Age 18 in Poverty, 1970-1996



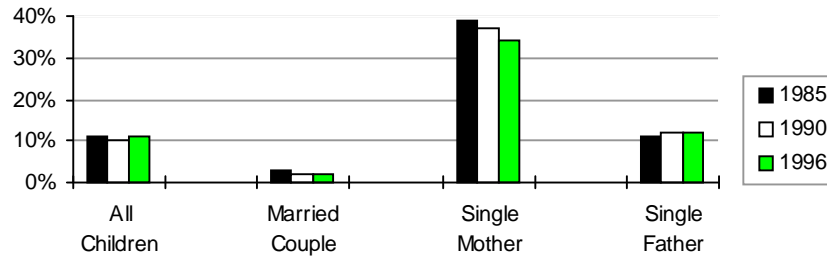
SOURCE: U.S. Census, March Current Population Survey. The data for Native Americans is based on the 1980 and 1990 Decennial Census as cited in *Trends in the Well-Being of America's Children and Youth, 1997* (USDHHS, page 53)

Children under 18 Living with One Parent, 1970-1996



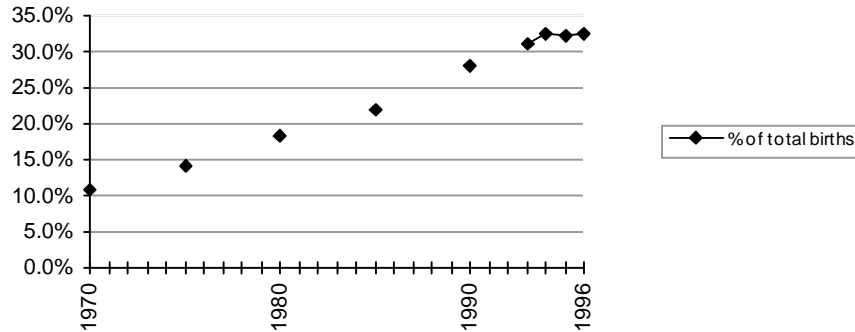
NOTE: In 1996, 86% of children under 18 in one-parent family groups lived with their mothers.
SOURCE: U.S. Census, Current Population Reports

Percent of Children under 18 with No Resident Parents in the Labor Force, 1985-1996



SOURCE: Child Trends, Inc., and U.S. Census, Current Population Survey

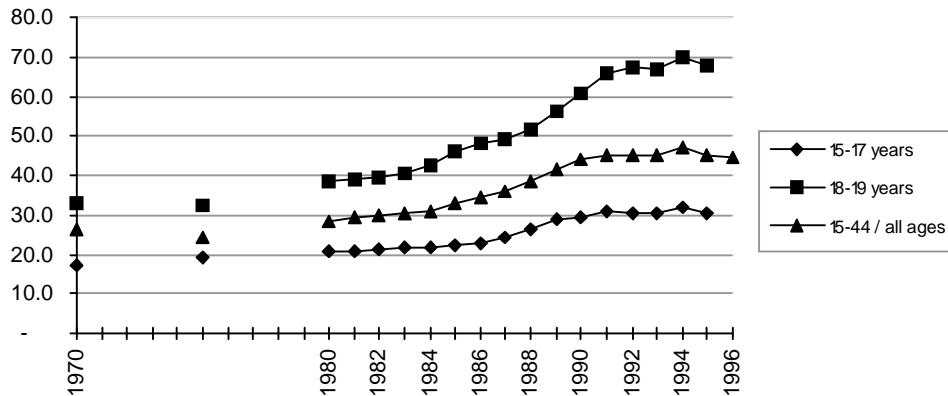
Percent of Out-of-Wedlock Births, 1970-1996



NOTE: Births to unmarried women as a percent of total births.

SOURCE: National Center for Health Statistics, Monthly Vital Statistics Report

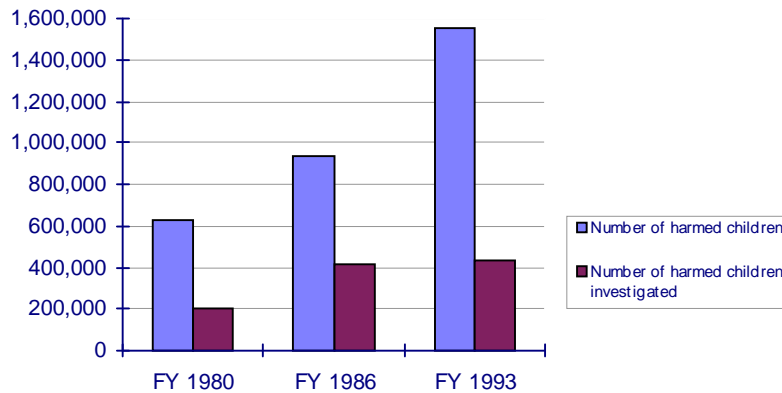
Birth Rates per 1000 for Unmarried Women by Age of Mother, 1970-1996



NOTE: Rates are number of live births to unmarried women per 1000 unmarried women in the specified age groups. "All ages" category used after 1994. Age-specific data not yet available for 1996.

SOURCE: National Center for Health Statistics

**Number of Harmed Children Investigated
by Child Protective Services, FY 1980-1993**



SOURCE: Third National Incidence Study of Child Abuse and Neglect, USDHHS, 1996

**KEY SOCIAL AND DEMOGRAPHIC DATA
BY ETHNIC CATEGORIES**

	White	African-American	Asian & Pacific ¹	Hispanic ²	Native American ³	Total
AGE	('96)	('96)	('96)	('95)	('90)	('96)
Under 5	7.2%	9.6%	9.0%	12.1%	9.7%	7.3%
5 - 64	79.7%	83.2%	84.5%	82.7%	84.4%	80.0%
65 +	13.0%	7.3%	6.4%	5.2%	5.9%	12.7%
EDUCATION & WORK	('96)	('96)	('96)	('95)	('90)	('96)
HS Grad or Higher (after 25)	82.8%	74.2%	83.3%	53.4%	65.6%	81.7%
Unemployment Rate	3.1%	6.7%	3.3%	6.1%	37% ⁴	5.4%
FAMILY TYPE	('96)	('96)	('96)	('95)	('90)	('96)
Married Couple	37.1% ⁵	23.6% ⁵	79.6% ⁶	68.3% ⁶	65.8% ⁶	25% ⁵
Female Householder	8.5% ⁵	29.8% ⁵	12.2% ⁶	24.0% ⁶	26.2% ⁶	8% ⁵
Male Householder	2.2% ⁵	3.4% ⁵	8.2% ⁶	7.7% ⁶	8.0% ⁶	2% ⁵
INCOME & POVERTY ⁷	('95)	('95)	('95)	('94)	('89)	('95)
Median Family Income	\$42,646	\$25,970	\$46,356	\$24,313	\$21,619	\$41,611
% Families below Poverty	8.5%	26.4%	12.4%	27.8%	27.2%	10.8%
% Persons below Poverty	11.2%	29.3%	14.6%	30.7%	31.2%	13.8%

SOURCE: U.S. Census, Statistical Abstract of the United States, 1997

¹ Asians & Pacific Islanders include 20 different population groups; education and income levels vary greatly from group to group.

² Hispanics include numerous different population groups; education and income levels vary greatly from group to group.

³ Native Americans include American Indians, Eskimos, and Aleuts.

⁴ Average unemployment on Native American reservations (year not specified) is estimated by the B IA, U.S. Department of the Interior.

⁵ Data in these columns are for families with their own children under 18; female and male householders have no spouse present.

⁶ Data in these columns are for families with or without children; female and male householders have no spouse present.

⁷ Income data are for preceding year (1995) in 1995 constant dollars, except for Hispanics (1994) and Native Americans (1989.)

ACF STRATEGIC GOALS AND TARGETS

GOAL: ECONOMIC INDEPENDENCE AND PRODUCTIVITY OF FAMILIES

Measurably improve the economic independence and productivity of families by reforming the welfare system and by stimulating the changes in attitude and behavior necessary to achieve results.

- ***INCREASE EMPLOYMENT:** Increase employment and economic independence by reducing reliance on public welfare programs, providing job training and encouraging job creation. Focus on the abilities and skills of individuals, enabling them to be more self-sufficient and to pursue jobs in their communities.*

Target: All States meet the TANF work participation targets for FY 1998:

	1998	1999
all families:	[30%]	[35%]
two parent families:	[75%]	[90%]

SOURCE: State TANF data

NOTE: Under the 1996 national welfare reform legislation, TANF replaced the Aid to Families with Dependent Children program (AFDC) and the Job Opportunities and Basic Skills Training (JOBS) program. Targets # - # represent the closing years of AFDC and JOBS.

Target: Increase the AFDC recipient participation rate in the Job Opportunities and Basic Skills Training (JOBS) program beyond the statutory rate of 20%.

	1992	1993	1994	1995	1996 *
target rate:	11%	11%	15%	20%	25%
actual:	16.0%	17.0%	21.6%	27%	33%

* Rate was statutory, FY 92-95. New target rate includes those working and some prior exempt recipients.

SOURCE: ACF-103

Target: Increase the proportion of AFDC cases with earnings by 10% annually.

	1994	1995	1996	1997	1998*
% of cases w/ earnings **: 9%	10%	11%	12%	[13%]	
change in % of cases: -1%	10%	10%	10%	[-10%]	

* 1998 projection represents combined AFDC and TANF results.

** Total count, based on state administrative records.

SOURCE: State AFDC Data

Target: Increase the number of job entries from the JOBS program by 10% annually.

1992	1993	1994	1995	1996
243,525	270,875	385,500	650,000	665,000
	+11.2%	+42.3%	+69.0%	+2.3%

SOURCE: ACF-108

Target: Increase the number of refugees entering employment from ORR-funded employment-related services by 5% annually.

	1995	1996	1997	1998
entering employment	47,344	48,562	46,800	[54,112]
change from previous year	46%	3%	-4%	[16%]
total caseload	98,838	98,977	87,469	[87,526]

SOURCE: ORR-6

Target: Increase the number of adults with developmental disabilities who obtain integrated jobs as a result of developmental disabilities (DD) program intervention.

1997 baseline

6,945

SOURCE: State DD Councils' Program Performance Reports

- *INCREASE INDEPENDENT LIVING: Empower individuals with developmental disabilities to move into their own homes, increasing their personal control and participation in their community.*

Target: Increase the number of people with developmental disabilities owning or renting their own homes as a result of developmental disabilities program intervention.

1997 baseline

915 people (in 21 States)

SOURCE: State DD Councils' Program Performance Reports

- *INCREASE PARENTAL RESPONSIBILITY: Establish paternities for children born out-of-wedlock and ensure that parents support their children.*

Target: Increase the number of paternity establishments to 1,078,000 in FY '97.

1992	1993	1994	1995	1996	1997
511,862	554,289	592,048	735,000	986,089*	1,282,202

* Previously, in-hospital paternity data were not available from most states; their inclusion has resulted in a significant increase in the number of paternities established for FY 1996.

SOURCE: OCSE-156 and in-hospital reports

Target: Increase the amount of total child support collections to \$13.3 billion in FY '97.

1992	1993	1994	1995	1996	1997
\$8.0B	\$8.9B	\$9.9B	\$10.8B	\$12.0B	\$13.3B

SOURCE: OCSE-34

- *INCREASE AFFORDABLE CHILD CARE: Increase the access of low income, working families to affordable, quality child care.*

Target: Annually increase the number of children receiving subsidized child care.

1993	1994	1995	1996
1,390,000	1,411,000	1,445,000	[1,634,000]

NOTE: 1994 data revised from 1,446,000; 1995 total is under-estimated since IV-A data from 9 states were not reported. Final data for FY 1996-97 and possibly through FY 1999 may be delayed by changes in welfare reform program requirements as well as implementation of systems.

SOURCE: ACF-700, ACF-108, ACF-115

GOAL: HEALTHY DEVELOPMENT OF CHILDREN AND YOUTH

Increase the number of children, youth and families who have improved health, development and well-being and live in stable communities.

- *INCREASE THE QUALITY OF CHILD CARE TO PROMOTE EARLY CHILDHOOD DEVELOPMENT: Provide high quality early childhood programs, such as Head Start or accredited child care programs, so that early childhood experiences improve children's development and school readiness.*

Target: In FY '98 increase by 36,000 the number of children receiving comprehensive early childhood development services though Head Start.

Schoolyear	93-94	94-95	95-96	96-97	97-98
	740,493	750,696	752,077	793,809	[829,800]
	+26,590	+10,203	+1,381	+41,732	[+35,991]

SOURCE: HSPiR

Target: In FY '98 increase by up to 12,000 the number of children receiving full day-full year Head Start services to meet the child care needs of parents in training or employment.

Schoolyear	93-94	94-95	95-96	96-97	97-98
	20,000	27,000	27,150	90,000	[102,000]

SOURCE: HSPiR

Target: Increase by 10% the number of child care facilities that are accredited by a nationally recognized early childhood development professional organization.

	1995	1996	1997	1998
	5300	5072	5672	[6200]

SOURCE: NCCIC

- *IMPROVE THE HEALTH STATUS OF ALL CHILDREN: Provide access to regular medical and dental examinations, immunizations and required medical and dental treatments for children.*

Target: Maintain at or above 93% (dental) and 95% (medical) the portion of Head Start children who receive dental and medical exams during the school year.

	92-93	93-94	94-95	95-96	96-97	97-98
Medical	93%	94%	95%	95%	94%	[95%]
Dental	91%	91%	94%	93%	92%	[93%]

SOURCE: HSPiR

Target: Maintain at or above 96% the portion of Head Start children who receive needed medical treatment, as indicated by exams they receive through Head Start during the school year.

	92-93	93-94	94-95	95-96	96-97	97-98
	96%	97%	96%	95%	95%	[96%]

SOURCE: HSPiR

Target: Maintain at or above 95% the portion of Head Start children who receive needed dental treatment, indicated by exams received through Head Start during the school year.

	92-93	93-94	94-95	95-96	96-97	97-98
	97%	95%	95%	94%	93.6%	[95%]

SOURCE: HSPiR

Target: Maintain at or above 99% the portion of Head Start children who receive required immunizations.

96-97	97-98
99%	[99%]

SOURCE: HSPiR

Target: FY 1999: Increase the number of health care providers trained to meet the health needs of people with developmental disabilities as a result of DD program intervention.

1997 baseline

2,922 health care providers

SOURCE: University-Assisted Programs Annual Report

- *INCREASE SAFETY, PERMANENCY AND WELL-BEING OF CHILDREN AND YOUTH: Help children and youth while they are living with their own families, when appropriate. When necessary, place children and youth in stable, family-like settings consistent with the needs of each child or youth. Support children and youth with developmental disabilities in individual and small group dwellings that will include them in community life.*

Target: Make progress towards doubling the number of adoptions and guardianships for children in the public foster care system between FY 1997 and FY 2002 by increasing adoptions from 31,000 in FY 1997 to 62,000 in FY 2002 and guardianships from 5,000 in FY 1997 to 10,000 in FY 2002.

	1996	1997	1998	1999	...	2002
adoptions	28,000	31,000	[36,000]	[43,000]		[62,000]
guardianships	n/a	5,000	[5,000]	[6,000]		[10,000]

SOURCE: Reports from States to establish baselines for the Adoption 2002 initiative and the Adoption Incentive program.

Target: Of the children who exit foster care through reunification, increase the percentage of children who are reunified within one year of placement from 69% in FY 1995 to 71% in FY 1999. Of the children who exit foster care through adoption, increase the percentage adopted within two years of placement from 18% in FY 1995 to 29% in FY 1999. Of the children who exit foster care through guardianship, increase the percentage of children achieving permanency through guardianship within two years of placement from 55% in FY 1995 to 72% in FY 1999.

means of exit from foster care	1995	1996	1997	1998	1999
reunification,<1 yr	66%	63%	[69%]	[70%]	[71%]
adoption,<2 yrs	18%	24%	[27%]	[26%]	[29%]
guardianship,<2 yrs	55%	55%	[67%]	[72%]	[75%]

Target: Decrease the percentage of children with substantiated reports of maltreatment who have a repeat substantiated report of maltreatment within 12 months from 23% in Calendar Year 1996 to 22% in Calendar Year 1999.

(Cal Year)	1995	1996	1997	1998	1999
	20%	23%	[22.5%]	[22.0%]	[21.5%]

Data source: National Child Abuse and Neglect Data System (NCANDS)

Target: Increase the number of people with developmental disabilities who are served in more integrated/inclusive educational settings as a result of developmental disabilities program intervention.

1997 baseline

33,149 students (in 27 States)

SOURCE: State P&A systems' Program Performance Reports

Target: Decrease the proportion of youth returning to the streets after receiving basic center and/or transitional living services.

1994	1995	1996	1997	1998
7%	7%	8%	7%	[6%]

SOURCE: Runaway and Homeless Youth (RHY) MIS

- *BUILD HEALTHY, SAFE AND SUPPORTIVE COMMUNITIES AND TRIBES: Strengthen local communities through community partnerships and improving civic participation; increase community development investments so that families and children can lead healthy, safe, and productive lives. Work with Tribes and Native American communities to develop strategies and programs that will promote social and economic development and self-sufficiency.*

Target: Increase the number of health care providers who have received training to meet disabilities health needs.

1997 baseline

2,922

SOURCE: University Affiliated Programs' Annual Reports

Target: Maintain at 70% the proportion of Runaway and Homeless Youth programs using community networking and outreach activities to strengthen services.

1994	1995	1996	1997	1998
67%	62%	61%	64%	[65%]

NOTE: A recent evaluation, confirmed by anecdotal evidence, indicates that over the last several years there has been a significant decline in community resources available to link referrals and services for RHY youth.

SOURCE: RHY MIS

Target: Maintain the number of volunteer hours contributed by Community Services Block Grant consumers in one or more community groups.

1993	1994	1995	1996
15.6 baseline	25.5 +63.5%	24.9 -2.4%	28.1* 12.9%

NOTE: The count is in millions of hours. The measure increased dramatically from 1993 to 1994 because 4 States began providing data for the first time and because more sophisticated tracking took place.

SOURCE: NASCSP/OCS

Target: Increase by 1% the amount of non-Community Services Block Grant resources brought into low-income communities by the Community Services Network.

	1993	1994	1995	1996
Community Services				
Block Grant (CSBG).....	\$372.0 M	\$385.5 M	\$387.5 M	\$387.5 M
(\$ millions)	baseline	+3.6%	+1.0%	0.0%
non CSBG Dollars				
mobilized.....	\$4.446 B	\$4.797 B	\$4.676 B	\$4.815 B
(\$ billions)	baseline	+7.9%	-2.5%	+2.97%*

* Estimated

SOURCE: NASCSP/OCS

Target: Maintain at 25% or higher the percent of Low Income Home Energy Assistance Program (LIHEAP) recipient households that have young children under 6.

1995	1996	1997	1998
27%*	26%	25%	[25%]

* Revised

SOURCE: U.S. Census, Current Population Survey

Target: Maintain or increase the number of individuals (tribal officials and staff) served by training and technical assistance (T&TA) providers through provision of outreach services to the diverse Native American population, with particular emphasis on urban Native organizations, rural and non-Federally recognized Tribes.

	1996	1997
individuals served	1456	[1614] [+11%]

NOTE: At the end of FY 1998, ANA will award new T/TA contracts to include a number of requirements in the area of data collection. Accurate baselines will be established for additional GPRA measures in the provision of T/TA services, such as the number of site visits; Interaction through telephone, fax or e-mail; workshops or cluster sessions.

SOURCE: ANA

Target: Increase by 10% in 1998 the number of ANA grants with elder participation to demonstrate community participation in project design and implementation of ANA-funded social and economic development; native language preservation and enhancement; environmental regulatory enhancement and environmental mitigation.

	1996	1997
grants with elder participation	40	[44] [+10%]

SOURCE: ANA

GOAL: A RESULTS-ORIENTED ORGANIZATION

Be a high-performing, customer focused organization that values its partners and empowers employees to achieve results.

- *STREAMLINE ACF ORGANIZATIONAL LAYERS: Change the way ACF does business by reducing bureaucratic levels and relying more on teams; maintain or increase values such as effectiveness, efficiency, and diversity while reducing the number of managers.*

Target: Increase the ACF-wide manager-to-staff ratio from 1:4.6 in FY 1993 to 1:7.5 by the end of FY 1997 and to 1:9 by FY 1999.

1993	...	1995	1996	1997	1998	1999
1:4.6	...	1:5.5	1:6.1	1:7	[1:8]	[1:9]

SOURCE: ACF personnel data

- *BENEFIT GRANTEES BY IMPROVING AUTOMATED DATA AND MANAGEMENT SYSTEMS: Streamline 30 separate grant programs into a single comprehensive system of electronic processing and transfers to enable more timely and efficient grants processing, more accurate data, less down time, quicker start up, and correction of the "Year 2000" design flaw.*

FY 1999: Replace 27 systems. Use technology for purposes of child support enforcement, foster care, funds planning and electronic collection of State plans.

FY 2000: Replace the audit system. Use technology for more efficient debt collection and reengineering processes to approve and track waivers granted in ACF programs.

SOURCE: ACF personnel data

Programs of the Administration for Children and Families

Income Assistance and Self-Sufficiency

Temporary Assistance to Needy Families *
Refugee Assistance
Repatriation

Children and Youth

Foster Care and Adoption Assistance
Head Start, Early Head Start
Child Support Enforcement
Child Welfare Services
Family Preservation and Family Support Services
Child Abuse and Neglect Programs
Youth Programs

Child Care

Child Care and Development Block Grant

Special Populations

Developmental Disabilities Programs
Native Americans Programs

Communities

Social Services Block Grant
Empowerment Zones and Enterprise Communities
Low Income Home Energy Assistance Program
Community Services Programs
Family Violence Prevention

Advisory Groups

President's Committee on Mental Retardation

* Replaced Aid to Families with Dependent Children and
Job Opportunities & Basic Skills Training Program during 1996

